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AUTHOR	Sellin, Burkart
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ABSTRACT

The Council of Europe's youth policy for the coming years encompasses the following: fostering of enterprise and participation among young people, promotion of youth mobility and exchange, training of youth leaders and the support of youth organizations, information, and research and documentation. It also urges cooperation with international intergovernmental organizations and the European Union (EU). The EU will promote five major actions outside the framework of education and training structures: intra-Community activities directly involving young people; training and cooperation of "social-educational instructors" and "youth workers"; cooperation between Member State Structures for Youth; exchanges with non-Community countries; and youth information and youth research. The proposed SOCRATES education program covers three main areas of action: higher education, school education, and horizontal activities in the areas of language learning, open and distance education and learning, and information. The LEONARDO da Vinci program on vocational training seeks to implement a European Community vocational training policy. The EU's Structural Funds will be allotted to Community initiatives that address school-to-work transitions, equal opportunities for women, handicapped and disadvantaged persons, employees' adaptation to industrial change, and urban areas. The Youth Forum, the lobbying body of EU youth organizations, aims to defend and promote the rights and interests of young people. (YLB)

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panorama

Recent developments in the youth policy field on the European level

- a summary of the new programmes' content and objectives -

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CEDEFOP panorama

Recent developments in the youth policy field on the European level

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Burkart Sellin
CEDEFOP Berlin

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Edited by:
CEDEFOP- European Centre for the Development of Vocational Training
Jean Monnet House,
Bundesallee 22, D-10717 Berlin
Tel.: 49-30+88 41 20
Fax: 49-30+88 41 22 22
Telex: 184 163 eucen d

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future social policy of the Community[2].

I. The Council of Europe's Youth Policy for the coming years

The Fourth Conference of European Ministers responsible for Youth was held in Vienna on 13-15 April 1993. They defined the priority themes and actions for the coming years. Because of its importance it is appropriate to reproduce the essential elements of the final text[3] here:

1.During the next three years the Ministers recommend that the following main objectives should be pursued:

a) Fostering enterprise and participation among young people;
b) Promotion of youth mobility and exchange;
c) Training of youth leaders and the support of youth organisations;
d) Information for young people;
e) Research and documentation in the youth field.

2. Cooperation with international intergovernmental organisations and the European Union should be strengthened especially in five areas:

i. Promotion of youth mobility and intercultural exchanges;
ii. In youth research and documentation particularly the pooling of data and establishing a programme of complementary research projects;
iii.Youth information linked with European affairs;

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[2] Commission of the European Communities: Green paper, European social policy, options for the Union; Luxembourg 1993

[3] See Council of Europe: Document MJN - 4(93)4, extract produced in: Newsletter - Faits nouveaux 5/93.
The Council of Europe is an intergovernmental organisation independant from the European Union. While the former is already having Members from Western, Central and Eastern Europe including Turkey, the European Union is integrating twelve Member States from Western Europe. The former EFTA-State Austria will become member, Finland, Norvegia and Sweden may become member from 1995 onwards. They are already participating in most of the programmes launched by the European Union (see chapter II.) on the basis of agreements reached within the European Economic Area bearing in mind additional costs linked to their participation on their own.

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Introduction

This contribution presents a summary of policy actions launched by the Council of Europe (Strasbourg), the European Union (Brussels) and the European Youth Forum (Brussels), the lobbying body of youth organisations in the European Union and its Member States. Most of the programmes and actions of the recent past are being reoriented, revised and updated in the light of new policies of both the Member States and the European intergovernmental organisations, taking into account new challenges described for instance in the Commission's white paper on "Growth, competitiveness and employment"[1] and in its green paper on a European Social Policy which discusses possible scenarios for the

[1] European Communities- Commission: Growth, competitiveness and employment - The challenges and ways forward into the 21st century (white paper), Supplement 6/93 - Bulletin EC, 151 pp., Luxemburg 1993

iv. Youth leader training including the development of intercultural teaching materials, the implementation of joint training activities particularly for young people in Central and Eastern Europe;

v. Preparing and facilitating the introduction of the European Youth Card system easing the participation of young people in cultural, social, sports and other activities.

3. Implementation of the European Youth Campaign and the preparation of an action plan

The European Youth Campaign ought to encourage solidarity, tolerance and understanding between nations as well as to launch an action plan within the Council of Europe against racism, xenophobia, anti-semitisme and intolerance with the participation of young people. The most important instruments of the Council of Europe, the European Youth Centres in Strasbourg and in Budapest as well as the European Youth Foundation will have a central role to play in the preparation and implementation of this action plan. They will be strenghtened in view of funds and personnel permitting their support for initiatives taken by youth organisations in this context.

II. The European Union and its new programme "Youth for Europe III"[4]

The actions foreseen in the coming years by the European Union in the youth field are taking into consideration the youth policy of the Council of Europe explained above. They are focussing at young people outside the framework of education and training structures.

Under the Greek presidency of the Council of the European Union the proposal of the European Commission for a third phase of the "Youth for Europe" programme starting in 1995 and lasting five years until 1999 was brought forward. The amended text of the Commission

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[4] See Commission document COM (94) 186 final: Amended proposal for a European Parliament and Council Decision adopting the 'Youth for Europe III' programme designed to promote the development of exchanges among young people and of youth activities in the Community - 'Youth for Europe' programme, in OJEC C 170 from 23.6.94

proposal was published in the OJCE in June 1994 which includes the opinion of the European Parliament of 19.4.94.

This text which will presumably get the final aproval by the end of 1994 states in Article 1 that the "Youth for Europe III" programme will be covering youth exchanges inside and outside the Community and cooperation in the youth policy field. It shall be running from 1 January 1995 to 31 December 1999.
The yearly budget envisaged will presumably range from 27 Million ECU in 1995 to 36 MECU in 1999, the total budget originally proposed by the Commission was 157 MECU. The ministers responsible for youth are proposing around 100 MECU, a compromise will have to be made on the basis of a further discussion with the EP.

Five major actions will be promoted:

A. Intra-Community activities directly involving young people including in particular i. exchanges and mobility for young people, and ii. the promotion of a spirit of initiative, creativity and solidarity via "youth initiatives" and "periods of voluntary service" ;

B. The training and cooperation of "social-educational instructors" and "youth workers" whether on a paid or unpaid basis;

C. Cooperation between Member State Structures for Youth;

D. Exchanges with non-Community countries especially with countries of Central and Eastern Europe;

E. Youth information and youth research.

It is intended via these actions i. to promote an active sens of citizenship, mutual understanding and solidarity, bringing young people together despite their cultural diversity, as well as ii. to combat a resurgence of racism and xenophobia.

This new phase will consolidate into one single programme all the actions undertaken hitherto in favour of young people: Youth for

Europe II, the priority actions in the youth field[5], the Youth Initiative Projects funded so far under the Petra programme, the youth activities under the Tempus programme etc. The cooperation envisaged with non-Community countries of Central and Eastern Europe as well as outside Europe is opening new perspectives as compared to the former programme. A new element may be seen in the involvement of the European Union in the youth research, documentation and information field, as well as, in the intention to promote the networking of national, regional and local centres or responsible agencies. Even if the age range will be limited to the 15 to 25 years old, in special cases restricted to 10% of the member of a group it may be allowed to go beyond this age.

The amendements introduced following the EP's opinion cover two important aspects: i. a positive discrimination of disadvantaged young people in all actions, ii. an inclusion of non-governmental youth organisations in the context of all five actions, and iii. the insistance that "whatever projects are submitted the Commission shall insure that they promote an awareness of European citizenship amongst young people".

III. Other EU-programmes relevant for young people

Nearly all the European action programmes in the field of education and training, as well as, quite a number of interventions of the European Social Fund and certain Community Initiatives are covering activities linked to young people[6]. They ought to be extended and/or reoriented from 1995 onwards. Proposals of the European Commission have been made to the European Parliament and to the Council at the end of 1993 and in the beginning of 1994 (see esp. the programmes "Leonardo da Vinci" on training and "Socrates" on education). These will presumably be approuved by the end of 1994. The Commission is proposing that nearly 2 Billion of ECU be made available for the latter and even more will be financed jointly via the Social Fund including its Community initiatives and with funds

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[5] See Council Resolution of 26 June 1991 in OJEC 91/C208.

[6] see contribution from Piehl/Sellin on "Initial and continuing vocational training in Europe"

made available by the respectif Member State (see section IV. of this contribution).

1. The new education programme SOCRATES proposed for the period of 1995 to 1999[7]

This programme will unify, revise and extend the former programmes i.ERASMUS to promote the mobility of university students and ii. LINGUA on the promotion of foreign language ability in the Community, while taking fully into account the new paragraphs of the Treaty on the European Union[8] about education and training, namely Articles 126 and 127 of the Maastricht Treaty. The budget originally foreseen by the Commission was nearing 1 Billion ECU for 1995 to 1999, the Council wants to cut this down to 760 Million ECU. Following a compromise with the EP the final sum will lie somewhat in between these two.

According to article 1, with this programme it "is intended to contribute to the development of quality education and training, accessible to all, in order to provide 'life-long' education, and the creation of an open European area for education." It shall cover three main areas of Community action:
- Higher education;
- School education;
- Horizontal activities in the areas of language learning, of open and distance education and learning, and information.

On **Higher Education** three main actions are proposed:

Action 1 will cover the promotion of a European dimension in higher education institutions, esp. the encouragement of transnational cooperation between universities and the development of inter-universities cooperation programmes (ICPs) including the promotion of student mobility schemes, the extension of course credit transfer systems (ECTS), the joint development of initial and

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[7] See Commission document COM(94) 180 final: Amended proposal for a European Parliament and Council Decision establishing the Community action programme "SOCRATES", Brussels, 16.05.94

[8] Council of the European Communities/Commission of the European Communties: Treaty on European Union, Brussels and Luxemburg 1992

advanced curricula, the mobility of teaching staff, the development of activities designed to bring a European dimension to all areas of study and to every student.

Action 2 will support the extension and creation of "European University Networks" on i. specific themes, disciplines or fields of higher studies, and on ii. the design of joint programmes and specialised courses between several universities with a special attention on universities in less-favoured regions.

Action 3 identifies how financial assistance is to be shared among the Member States and stipulates how "mobility grants" should be administered both for students taking part in action 1 activities and for so-called "free movers".

On **School Education** there are also three actions being proposed:

Action 1 seeks to promote "cooperation between schools", notably the development of multilateral partnerships comprising at least three different institutions or schools from three Member States. The partnership might be bilateral if the aim is solely to promote knowledge of languages of the Community which are less widely used and taught. Consideration shall be given to cooperation programmes for intercultural and language teaching involving European schools and schools within the national educational systems which are geared towards disseminating the educational experiences of the European schools. It shall pay special attention to the promotion of the inclusion of the equal opportunities issue in education and training curricula and help implementing pilot programmes on diversification of choice of employment and the training of boys and girls, men and women in view of their role in the family and in society.

Action 2 is aimed at the "promotion of the intercultural dimension of education and improvement of the quality of schooling for children of migrant workers, children of gypsies and children of occupational travellers."

Action 3 will concentrate on the "updating of skills of educational staff" in particular to promote the use of information and communication technologies, the development of teaching methods and

materials and the formation of partnerships and networks in these aforementioned fields. Projects of this kind may receive funds to enable the staff to spend a limited number of periods in another Member State attending seminars organised jointly by the institutions concerned.

Concerning **horizontal measures** which are applicable to all levels of education three further actions are being proposed:

Action 1 will promote language skills along the lines of the former Lingua programme with special emphasis on the education and training of language teachers. Priority will be given to projects and activities i.relating to the teaching of languages less widely used and taught, ii. which include the use of new educational technologies and iii. designed to promote intercultural learning.

Action 2 pays special attention to the "promotion of information and communication technologies and open and distance education and learning" while

Action 3 covers the "promotion of information and exchange of experience" including information networking, the extension of existing networks like EURYDICE (exchange of information on education), NARIC (the network of information centres on the academic recognition of awards), and the study visits programme for education specialists ARION, while cooperating with third bodies like CEDEFOP on vocational training and EUROSTAT in the field of statistics.

Complementary measures will cover projects developed at European level by associations of teachers, students and parents of school children, projects for promoting adult education which include a European dimension; awareness-raising activities to promote cooperation in the field of education and training; as well as, projects monitoring and evaluating actions described above.

The only fields not covered by the Socrates programme are pre-school education and/or Kindergarten activities even if in the original proposal the Commission had some opening towards these fields as well. It remains to be seen, whether the rather timid

opening towards the field of continuing or adult education and training which is receiving more and more attention in the Member States will lead to real action on the European level in the near future.

2. The new programme on vocational training LEONARDO da Vinci[9]

This new action programme seeks to implement a European Community vocational training policy. It establishes
- " a common framework of objectives for Community action, aimed at promoting a coherent vocational training" as well as
- " a set of Community measures...to be implemented on the basis of the common framework of objectives...to support and supplement activities undertaken by and in the Member States."[10]

Its core objectif is:
"promoting the vocational training of young people and their preparation for adult and working life, promoting the training and retraining of women to ensure their integration into the labour market at all levels and in all sectors, developing continuing vocational training resulting from technological change;"

The amendements of the European Parliament which issued a favourable opinion on the 4 May 1994 led the Commission to strenghten the field of equality of opportunities, as well as to introduce a special set for measures adressed to young people who leave the educational system without adequate training. Furthermore the Community wants to reinforce the guidance arrangements of the Member States both for young people and adults.

The measures shall draw on the experience gained in implementing the former Community programmes COMETT, EUROTECNET, FORCE, LINGUA,

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[9] See Commission document COM(94) 215 final: amended proposal for a **Council Decision establishing an action programme for the implementation of a European Community vocational training policy LEONARDO da Vinci**, Brussels, 25.05.94

[10] See Article 1 of the Commissions' proposal for a COUNCIL DECISION, COM(93) 686 final - SYN 494, Brussels, 21 December 1993

PETRA and IRIS programmes[11]. They will cover initial and continuing training systems, policies and actions defined in the Member States, and will be based on strenghtened cooperation between the various players in vocational training, in particular between firms and universities or training bodies.

The budget envisaged by the Commission for the 5 year span, 1995 to 1999 was around 800 Million ECU, the Council is proposing 620 MECU, a compromise will be found between the two. In any case the budgetary provisions will be revised after three years.

The measures will cover three main strands:

Strand I: Measures to support the quality of Member States' systems, arrangements and policies;

Strand II: Measures to support innovative capacity in actions on the training market;

Strand III: Network, language knowledge and support measures.

Under **strand I, action 1** is envisaged to assist the Member States in their devising, developing and experimenting with transnational training pilot projects in particular with a view to

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[11] COMETT: Programme on cooperation between univeristies and enterprises in the field of technology - Community action programme in education and training for technology, running from 1986 to 1994;

EUROTECNET: Community-wide network of demonstration projects in the field of new information technologies and vocational training, running from 1990 to 1994;

FORCE: Community action programme for the development of continuing vocatinal training, running from 1991 to 1994;

PETRA: Action programme for the vocational training of young people and their preparation for adult and working life, running from 1988 to 1994;

LINGUA: Programme to promote foreign language skills in the European Community, running from 1990 to 1994;

IRIS: European network of training projects for women, running from 1988 to 1993.

- the improvement of initial vocational training and guidance systems including the training of trainers and specialists, guidance officers, tutors and instructors;

- promoting equal opportunities between men and women in vocational training;

- the training of planners and managers of vocational training arrangements;

- the training of socio-economic players involved in contractual policy on vocational training.

Special attention will be given to so-called multiplier-effect projects aiming to disseminate and transfer new training methods, products and tools including the setting up of open and distance learning and training using new information and communication technologies.

Action 2 is wanting to promote transnational placement and exchange programmes i. for young people undergoing initial training, ii. for young workers, and iii. for decision makers from public bodies at national and regional level as well as for representatives of social partners' organisations.

Action 3 envisages Community support for surveys, analyses and exchanges of comparable data involving in particular:
- the setting up of general systems for anticipating training and qualification requirements;
- new training methods for small and medium sized enterprises;
- new types of apprenticeship or sandwich courses and new forms of cooperation between firms and training bodies or universities;
- new methods and tools for evaluating the quality of training;
- new training curricula for training designers and planners;
- transparency, recognition and validation of vocational qualifications;
- the devolpment of the right to training (youth credits etc.);
- the accounting of training expenditure in national and corporate accounts, especially from the point of view of investments in training.

Commmunity surveys should be launched in close cooperation with the

statistical office EUROSTAT.

In the framework of **strand II**
action 1 supports transnational pilot projects concerning

a) innovations in training:

- the adaptation to industrial change and changes in production systems;
- a contractual policy on continuing vocational training;
- the field of personal development, individual career plans or skill assessment;
- the anticipation of qualification, skill and training needs within occupational or technological sectors;
- the development of transferable methods, content and products for the continuing training of employees;
- the training of executives of small and medium sized companies.

b) training to promote the transfer of technological innovation:

- the development of highly qualified human resources through quality training based on strenghtened cooperation between firms and universities;
- the quality and effectiveness of innovation and technology transfer support services;
- the improvement of industry's capacity to absorb new technologies, in particular SMEs and traditional sectors of industry;

c) multiplier-effect projects for disseminating products and methods at European level.

Action 2 seeks to support

- transnational placements in firms for young university graduates undergoing vocational training;
- transnational placements of graduates in their first job in another Member State, in connection with an innovation project for SMEs;
- transnational programme of exchanges of shorter duration between firms for people in charge of training or human resources including

tutors especially in SMEs.

Action 3 supports surveys, analyses and exchanges of comparable data which assist comparative work on common issues connected with the creation of an open area for vocational training and qualifications, in particular work on a transnational basis concerning:

- methods and tools to analyse, evaluate and disseminate information on the innovations developed on training women;
- new methods and tools for human resources audits for SMEs and for training in SMEs;
- new forms of work organisation designed to promote the aquisition of skills;
- sectoral surveys on firms' continuing training plans and on new methods of assessing skills at the workplace;
- analysis of contractual policy on training and of the role played by the social partners in training;
- improving knowledge and circulation of information on the evolution of occupations and skills;
- the definition of criteria for and ways of measuring quality, cost-benefit and cost-effectiveness analyses of training;
- the development, in consultation with competent national bodies and social partners, of a European vocational training passport in which completed vocational training courses would be set out in a standardised form.

Strand 3 is being divided in three actions as well:

Action 1 to promote European networks
- in supporting organisational or operational structures set up by the Member States for facilitating access to the programme including their coordination;
- establishing telematic communications, a databank covering the various projects, surveys, analyses, results and products, as well as an electronic mail system;
- with a view to implement European coordinating activities.

Action 2 will assist the development and dissemination of techniques for the diagnosis and analysis of the foreign language and linked training requirements of professional and worker

organisations, of enterprises, particularly SMEs and of economic regions. The Community shall assist in the development of teaching materials for language training adapted to the specific needs of each branch in the different languages of the Community and will promote the exchange of language teachers specialized in different professional and technological fields.

Action 3 supports measures on information, monitoring and assessment of the programme in a continuous manner including the dissemination and the transfer of products, methods, tools designed and results obtained.

In implementing the programme, the Commission shall be assisted by the European Centre for the Development of Vocational Training (CEDEFOP), established by the European Communities' Council Regulation in 1975 in Berlin and being transferred to Thessaloniki/Greece in the near future. The Leonardo programme shall be continuously monitored, evaluated and eventually redirected in the light of needs identified on a partnership basis involving the Commission, Member States and the social partners

In 1994/95 the newly created European Training Foundation is taking up its activities in Turin/Italy, in order to assist, on behalf of the European Union, the Central and Eastern European Countries in renewing their vocational education and training structures including university education. The Foundation will take over from the Commission responsability for the Tempus programme, the Trans-European Mobility Scheme for University Students promoting the East-West exchange of students and teachers. Whether, and in how far, the Leonardo programme as well as the Socrates programme will be opened to Central and Eastern Europe in the near future is currently being tackled on a political level. In any case, the support via the Phare programme and/or the Tacis programme for Central and Eastern European States is already now permitting their close connection to these programme activities within the European Union.

The Leonardo programme thus covers a wide range of interventions seeking to promote training, which takes place in most cases out of

full-time schools and/or in training bodies including higher education, further education and continuing training institutions, which have or which seek close links with the world of work and companies.

What is missing so far in the present approach are more explicit learning objectives which ought to be closely linked with any training effort namely: the question of promoting of social and ecological competencies in addition to the mere technical instrumental ones. In any innovatory training project these issues play a substantial role in particular if it is intended to create an awareness of European Citizenship and to strenghen the full potential of young people in their participating in orientating the direction of change, as well as their full involvement in the process of modernisation of production systems, products and services. Young people and the trainees in general should not be object but rather become subject developing their full potential in terms of creativity, responsability and self-consciousness and being enabled to contribute to create wealth and a peaceful, social and ecological development of Europe. We should thus no longer speak simply about adaptation to change and changing conditions, but to prepare and fully involve people in giving change a useful, non-destructive and human or social direction. They should be enabled via a proper training to develop their own project and not to adapt merely at other peoples' projects.

IV. The European Unions' Structural Funds and especially the **Community Initiatives**[12]

The Structural Funds were revised in 1993[13]. In 1994 the so-called community initiatives which try to make special contributions in promoting transnational and European cooperation around quite a number of topics are being reformed as well. Around 9% of the funds available within the Structural Funds will be allotted to Community Initiatives. Most of the former initiatives will be continued in the next period envisaged, namely from 1994 to 1995.

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[12]See OJCE No. C 180 from 1 July 1994

[13]See contribution from Piehl/Sellin pp.

From the fifteen initiatives approved five are especially relevant for young people and interventions in favour of youth:

1. YOUTHSTART: Adressed at young people between 15 and 20 years old having problems in making the transition form school to adult and working life. In special cases this age band may be prolonged depending the situation in the respective Member State.
Budget provision for 1994 to 1999 is 300 Million ECU (MECU)

2. NOW: Community Initiative to promote equal opportunities for women in the field of employment and vocational training, the budget envisaged is 370 Million ECU.

3. HORIZON: Community Initiative concerning handicapped persons and certain other disadvantaged groups, the budget envisaged by the Commission is 730 MECU. Under this heading the efforts to reintegrate the long term unemployed are included, because they would belong tendentially to those people who are threatened by marginalisation.

4. ADAPT: Empolyees' adaptation to industrial change,
budgetary provision: 1,4 Billion ECU

5. URBAN: Community initiative for urban areas,
budget provision: 600 MECU

On the basis of the Communication of the Commission the Member States[14] have been invited to present during the following four months their operational programmes with a view to attaining global subventions from the Commission. The biggest amount of funds available will be directed in disadvantaged regions identified as so-called Objective 1-regions. Objective 2-regions which are undergoing structural industrial changes will be especially eligible for the ADAPT-Initiative. The Member States would normally be asked to finance up to 50 % with their own funds. The initiatives NOW, HORIZON and YOUTHSTART are not biased by regions. URBAN funds will normally be adressed at big urban areas with more than 100.000 inhabitants, this inititive wants to promote innovative measures of a comprehensive character which are of

[14] op.cit.

additional use and may create new employment at local level. Two third of the funds available will go into Objetive 1-regions and one third into Objective 2-regions.

V. The European Youth Forum and its activities in the coming years[15]

The Youth Forum of the European Community is the political platform of youth organisations which lobbies the institutions of the EU. Its aim is to defend and promote the rights and interests of young people and their organisations.
As part of a "proposal for an Overall Youth Policy in the EC", the Youth Forum wants to
i. promote the concept of social, economic and cultural solidarity, because any overall youth policy would suppose "a global solidarity at social, economic and cultural level, rooted in a concept of development and taking into account the evolution of society";
ii. enter into "active partnerships with other bodies" which are especially engaged "in the fields of social policy, anti-racist activity, environmental questions, women's issues, North-South cooperation, educational affairs..."[16].

The newly created Erik Eudeline Centre shall improve its effort in the area of information and training of youth by taking up the real needs of young people and cooperating closely with the Council of Europe and with other youth structures established at European level.
Concerning its means and methods of working in the near future, the Youth Forum states: "The rapid development of the EC over the coming period requires us to be able to act and to react with speed, efficiency and accuracy better to defend and promote the rights and interests of young people and their organisations."[17]

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[15]See Guidelines for the Youth Forum for 93-95 (Assembly D93-006)

[16]Guidelines op. cit. p.7

[17]Guidelines op.cit. p.8

CEDEFOP - European Centre for the Development of Vocational Training

Recent developments in the youth policy field on the European Level - a summary of the new programmes' content and objectives -

Burkart Sellin
CEDEFOP Berlin

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CEDEFOP

European Centre for the Development of Vocational Training
Jean Monnet House, Bundesallee 22, **D-10717 Berlin**
Tel.: 49-30+88 41 20, Fax: 49-30+88 41 22 22,
Telex: 184 163 eucen d

This report wants to summarize most important developments in the youth policy field on the European level in order to inform actors in the Member States engaged in youth education, training, orientation and guidance, as well as, also in the more general field of youth work in cultural and political or other societal areas. CEDEFOP has been very active in the seventies to analyse the situation and to make proposals linked to the topic of transition of youth from school to work and adult life. In more recent years this focus has been shifting to questions in relation to skill development and their certification, recognition etc. In the coming years CEDEFOP will try to get the balance right between more technical issues like the development of new occupations, competences and "systems" on the one side and more social and labour market issues linked to "human beings" like the promotion of youth education and training and adult training or retraining on the other side. This report is marking one step into that direction.

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